

A PROPOSAL FOR CITIZEN REVIEW

THE PLAN FOR THE NORTHEASTERN WATERFRONT

A PART OF THE MASTER PLAN OF THE CITY AND COUNTY
OF SAN FRANCISCO AND A REVISION OF THE EXISTING
NORTHERN WATERFRONT PLAN

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INTRODUCTION

I. REASON AND METHOD OF REVISION

The existing Northern Waterfront Plan, a part of the San Francisco Master Plan, was adopted by the City Planning Commission in 1969, to serve as the City's planning policy for the Northern Waterfront area. As such, the Plan describes those improvements to be made, and development to be allowed, in order to accomplish the general objectives and policies of the City.

Since the time of adoption of the Northern Waterfront Plan, both government regulations and community desires have changed and been refocused in such a way as to render much of the existing Plan obsolete. Given the City Charter mandate that the Master Plan be maintained in accordance with present and future need, a revision is herein proposed by the Department of City Planning for adoption by the City Planning Commission.

The method by which the revision of the Plan has been proposed is one of close participation by representatives of relevant governmental agencies and interested community organizations. The staff of the Department of City Planning has sought planning input of the staffs of the City's Port, Department of Public Works, Redevelopment Agency and Municipal Railway, and of the San Francisco Bay Conservation and Development Commission. In addition, all significant policy decisions have benefitted from the advice of a broadly based Planning Advisory Committee composed of individuals who, through the organizations in which they are active, represent the varied interests in waterfront development. The members of the Committee, and the organizations with which they are affiliated are as follows:

- | | |
|--|--|
| 1. Toby Rosenblatt
Chairperson
City Planning Commission | 2. Alessandro Baccari
San Francisco Merchants Assn. |
| 3. James R. Bronkema
Downtown Association of
San Francisco | 4. Barry L. Bunshoft
(Esther Gulick, alternate)
Save San Francisco Bay Assn. |
| 5. Dorothy Duffy
BCDC Citizen's Advisory
Committee | 6. Becky Evans
Sierra Club |

- | | |
|--|--|
| 7. William D. Evers
San Francisco Planning
and Urban Renewal
Association (SPUR) | 8. Dianne Feinstein
San Francisco Board of
Supervisors |
| 9. R. Gwin Follis
(Lex J. Byers, alternate)
Greater San Francisco
Chamber of Commerce | 10. Maris T. Fravel
(Stew Baird, alternate)
Coalition for San Francisco
Neighborhoods |
| 11. Richard N. Goldman
(Judy Sheldon, alternate)
Citizens Waterfront
Committee | 12. James Herman
International Longshoremen's
and Warehousemen's Union |
| 13. Oscar S.L. James
Hunter's Point
Coordinating Council | 14. Robert Katz
Telegraph Hill Dwellers Assn. |
| 15. Jean Kortum
San Francisco Tomorrow | 16. Jack D. Morrison
San Francisco Port Commission |
| 17. Dan Ponder
(Virgil Caselli,
alternate)
Fisherman's Wharf
Merchants Association | 18. Paul Sherrill
Potrero Hill Residents and
Homeowners Association |
| 19. Linda Wang
Chinatown Coalition
for Better Housing | 20. Morris Weisberger
Sailors Union of the Pacific |

II. NATURE OF REVISION

Among factors which have necessitated changes to the existing Northern Waterfront Plan are certain actions by the Port Commission and other City agencies relative to non-maritime use of the waterfront. While a number of locations for commercial development had previously been considered, only certain sections of the waterfront are being considered, at this time, for permanent removal from maritime use. Other sections will be reserved for future maritime use by not allowing other permanent development which would preclude such use.

The San Francisco community, in general, has changed its interests and desires for the Northern Waterfront such that significant concerns for preserving maritime uses, creating

open space and controlling traffic have been expressed since the adoption of the existing Northern Waterfront Plan. These concerns are reflected throughout the Objectives and Policies of this Plan for the Northeastern Waterfront.

The BCDC Bay Plan received legislative approval through amendment of the McAteer-Petris Act in 1969. The Act, as well as the Plan, set constraints to Bay fill, and requires maximum feasible public access along the shoreline.

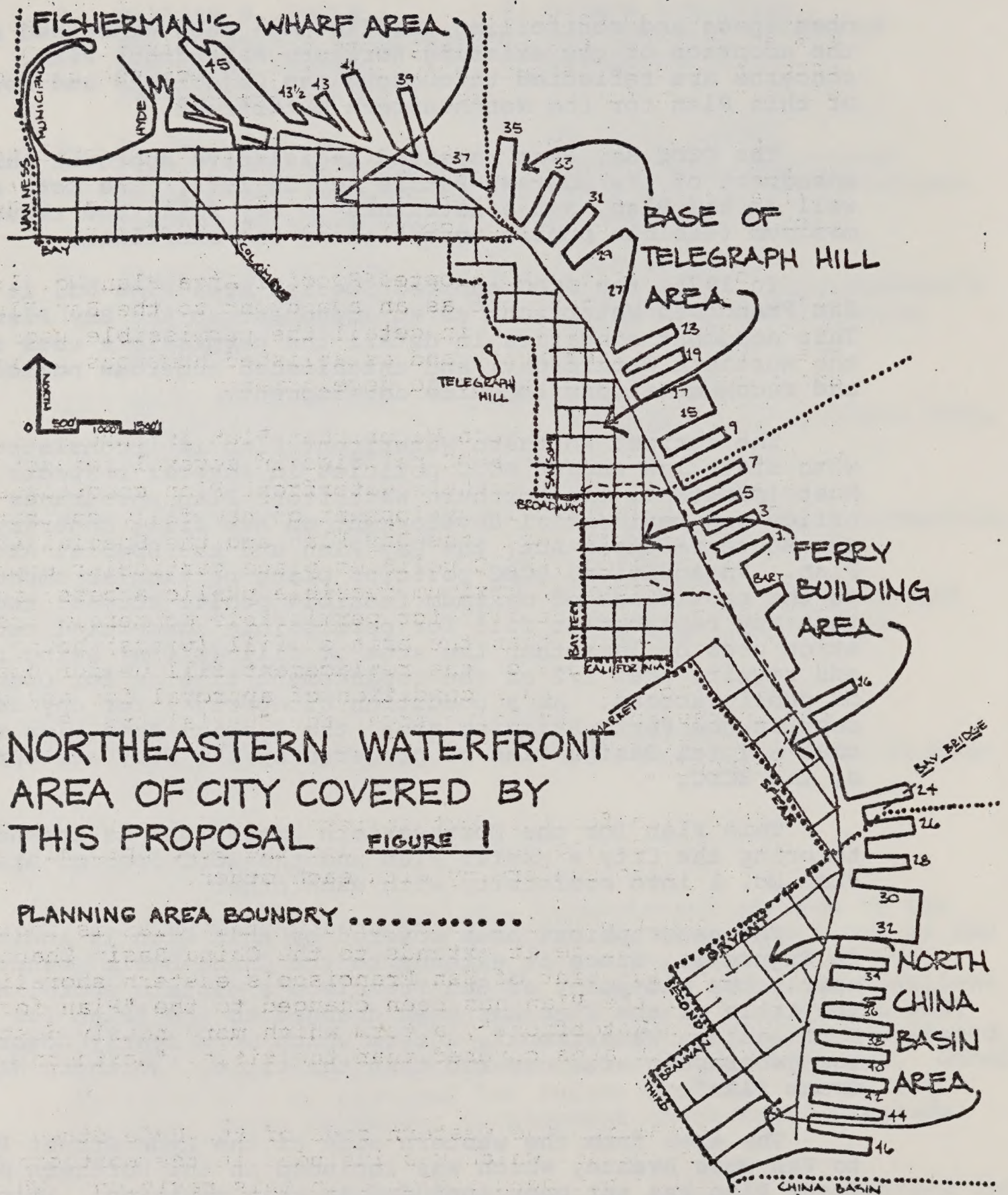
In 1975, the BCDC adopted "Special Area Plan No. 1: San Francisco Waterfront" as an amendment to the Bay Plan. This document specifies in detail the permissible uses along the Northern Waterfront, and established numerous policies and recommendations to guide development.

The current Northern Waterfront Plan is inconsistent with state law and/or BCDC policies in several respects. Most important, the Northern Waterfront Plan encourages office and residential development on new fill, contrary to the McAteer-Petris Act, the Bay Plan and the Special Area Plan. In addition, BCDC policies place particular emphasis on the provisions of maximum feasible public access; require that any replacement fill for permissible commercial recreation uses be less than the area of fill (piers) being removed; and require that 1/2 of the replacement fill be for open space or public access. As a condition of approval for any development in the Ferry Building area, the Special Area Plan requires that a Total Design Plan be prepared by the City and approved by the BCDC.

This Plan for the Northeastern Waterfront is intended to bring the City's Master Plan and the BCDC Special Area Plan No. 1 into conformity with each other.

The geographical area covered by this Plan is indicated in Figure 1. Since it extends to the China Basin Channel, nearly the mid-point of San Francisco's eastern shoreline, the title of the Plan has been changed to the "Plan for the Northeastern Waterfront", a term which more nearly describes the geographic area covered than the title, "Northern Waterfront Plan".

The area from the western side of the Hyde Street Pier to Van Ness Avenue, which was included in the Northern Waterfront Plan has not been included in this revision. This area, which for the most part is to be incorporated into the Golden Gate National Recreation Area (GGNRA), will be considered in



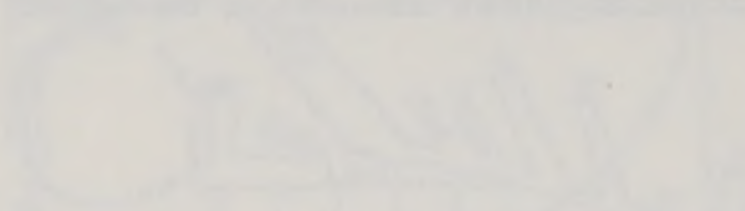
**NORTHEASTERN WATERFRONT
AREA OF CITY COVERED BY
THIS PROPOSAL** FIGURE 1

early 1977 as part of the current GGNRA planning effort. Appropriate policies covering that area will be added to this Plan at a later date.

III. GLOSSARY OF TERMS

1. Bay-oriented (or water-oriented) commercial recreation and Bay-oriented public assembly - facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, cafes, specialty shops, hotels, boatels, theaters, concert halls, galleries, amusements, night clubs and cabarets.
2. Fill - any water coverage, whether on pilings or by cantilever, and floating structures moored for extended periods of time, such as houseboats and floating docks, but excluding historic ships.
3. Maritime - referring to industrial, commercial and other operations directly related to the conduct of water-borne commerce or navigation, including shipping, commercial fishing and related or accessory uses. The term maritime does not refer to such uses as water-oriented restaurants or marinas for sportfishing or recreational boats.

mainly 1977 as part of the various urban planning efforts.
The following table shows the estimated cost of this
plan at a later date.



III. SUMMARY OF COSTS

A. Summary of the estimated costs of the various urban planning efforts.
The following table shows the estimated cost of this
plan at a later date.

B. Summary of the estimated costs of the various urban planning efforts.
The following table shows the estimated cost of this
plan at a later date.

C. Summary of the estimated costs of the various urban planning efforts.
The following table shows the estimated cost of this
plan at a later date.

NORTHEASTERN WATERFRONT
AREA OF CITY COVERED BY
THIS PROPOSAL

PLANNING AREA SUMMARY



THE PLAN FOR THE NORTHEASTERN WATERFRONT

I. OVERALL GOAL

The overall goal of the Plan is to create a physical and economic environment in the Northeastern Waterfront area which will use the area's resources and potential in the manner which will best serve the needs of the San Francisco community. In order to accomplish this goal, the dominant planning principles of this Plan are: (1) provide for those uses which positively contribute to the environmental quality of the area and contribute to the economic health of the Port and the city, (2) preserve and enhance the unique character of the area, and take advantage of the unique economic opportunity provided by San Francisco Bay, and (3) provide the maximum possible visual and physical access to San Francisco Bay while minimizing the adverse environmental impacts of existing and new activity.

II. LAND USE

A. GENERAL

OBJECTIVE 1: TO DEVELOP AND MAINTAIN ACTIVITIES THAT WILL CONTRIBUTE SIGNIFICANTLY TO THE CITY'S ECONOMIC VITALITY AND PROVIDE ADDITIONAL ACTIVITIES WHICH STRENGTHEN THE PREDOMINANT USES IN EACH SUB-AREA OF THE NORTHEASTERN WATERFRONT, WHILE LIMITING THE CONCENTRATION TO PRESERVE THE ENVIRONMENTAL QUALITY OF THE AREA.

Policy 1: Accomodate where appropriate, additional activities which will strengthen the predominant economic functions of each sub-area of the Northeastern Waterfront.

Policy 2: Consistent with other policies of this Plan, encourage uses on Port property which return revenue to the Port to support and improve its facilities.

OBJECTIVE 2: TO DIVERSIFY USES IN THE NORTHEASTERN WATERFRONT TO EXPAND THE PERIOD OF USE OF EACH SUB-AREA AND TO PROMOTE MAXIMUM PUBLIC USE OF THE WATERFRONT WHILE ENHANCING ITS ENVIRONMENTAL QUALITY.

Policy 1: Limit additional uses which generate a concentration of activity during the same peak periods, in areas which are heavily impacted with such uses.

Policy 2: Diversify activities to encourage the use of the Northeastern Waterfront by a broad spectrum of the population.

Policy 3: Encourage land uses having different peak periods of activity within each sub-area of the Northeastern Waterfront to contribute to the area's diversity, to expand the period of use, to decrease peak period traffic congestion, to facilitate efficient use of the transit system and to preserve and enhance the environmental quality of the waterfront.

Policy 4: Give priority to the development of public open space in any non-maritime development adjacent to, or over, the water.

Policy 5: Emphasize water-related recreation, Bay-oriented commercial recreation and Bay-oriented public assembly uses in non-maritime development adjacent to, or over, the water.

B. MARITIME/INDUSTRIAL

OBJECTIVE 1: TO RETAIN AND ENHANCE MARITIME ACTIVITIES, RESERVING AS MUCH OF THE NORTHEASTERN WATERFRONT AS IS REALISTICALLY REQUIRED FOR FUTURE MARITIME USE, AND PROVIDING FOR EFFICIENT OPERATION OF PORT ACTIVITIES.

Policy 1: Give priority to maritime activities recognizing that the waterfront available for such activities is a limited resource and that maritime activities are vital to the City's economy. Based on a realistic assessment of the maritime needs of the Port, reserve the necessary waterfront area by prohibiting activities which would preclude possible future maritime development.

Policy 2: Continue maritime activities on Pier 45, Piers 35 through 9 and Piers 26 through 32 as long as practical. When and if it is determined that those piers are not needed for maritime use, improvement plans should be adopted for each area and appropriate amendments made in this Plan.

Policy 3: Incorporate into the development of transportation facilities, features which will facilitate the efficient movement of goods between the maritime piers and the regional transportation system.

Policy 4: Encourage the retention and expansion of the commercial fishing and related industries in Fisherman's Wharf.

OBJECTIVE 2: TO RETAIN ECONOMICALLY VIABLE INDUSTRIAL ACTIVITY IN THE NORTHEASTERN WATERFRONT.

Policy 1: Encourage the retention of industries which reinforce the Port's maritime operations, either through providing services or through using the Port's facilities for its shipping needs.

Policy 2: Encourage the retention of viable industries which provide significant revenues, job opportunities or services to the City.

Policy 3: Assist in the relocation within San Francisco of industries which are forced to move by market conditions or public action.

C. COMMERCE

OBJECTIVE: TO DEVELOP LIMITED ADDITIONAL OFFICE AND COMMERCIAL SPACE IN ORDER TO SERVE THE CITY'S ECONOMIC NEEDS AND TO ENCOURAGE A MIXTURE OF USES AND ACTIVITIES ALONG THE NORTHEASTERN WATERFRONT.

Policy 1: Except on new or replacement fill, permit that additional office space development adjacent to the Downtown Office District which complements the downtown but which is of a lesser intensity and which reflects the transition between the City and the water.

Policy 2: Encourage service retail uses in combination with other uses.

Policy 3: Limit general and specialty retail uses in combination with other uses, to that which will not significantly detract from the Downtown Retail District.

Policy 4: Permit additional hotel space in locations which would enhance the mixture of uses. In areas where hotels are already concentrated, additional such facilities should be limited and should only be provided in combination with other uses.

Policy 5: Encourage additional Bay-oriented commercial recreation and public assembly on the seawall and in the pier areas as indicated in Part V of this Plan.

D. RESIDENTIAL

OBJECTIVE: TO DEVELOP AND MAINTAIN RESIDENTIAL USES ALONG THE NORTHEASTERN WATERFRONT IN ORDER TO ASSIST IN SATISFYING THE CITY'S HOUSING NEEDS AND CAPITALIZE ON THE AREA'S POTENTIAL AS A DESIRABLE LIVING ENVIRONMENT.

Policy 1: Strengthen, preserve and protect existing residential uses.

Policy 2: Encourage the development of additional housing wherever feasible (except on new or replacement fill), consistent with maximum maritime development.

Policy 3: Preserve and expand the supply of low and moderate income housing and encourage the economic integration of housing.

Policy 4: Encourage the development of a variety of unit types for households of all sizes where practical.

E. RECREATION/OPEN SPACE

OBJECTIVE: TO STRENGTHEN AND EXPAND THE RECREATION CHARACTER OF THE NORTHEASTERN WATERFRONT AND TO DEVELOP A SYSTEM OF PUBLIC OPEN SPACES AND RECREATION FACILITIES THAT RECOGNIZES ITS RECREATIONAL POTENTIAL, PROVIDES UNITY AND IDENTITY TO THE URBAN AREA, AND ESTABLISHES AN OVERALL WATERFRONT CHARACTER OF OPENNESS OF VIEWS, WATER AND SKY AND PUBLIC ACCESSIBILITY TO THE WATER'S EDGE.

Policy 1: Develop recreation facilities attractive to residents and visitors of all ages and income groups.

Policy 2: Provide a continuous system of parks, urban plazas, water related public recreation, shoreline pedestrian promenades, pedestrian walkways and street greenways throughout the entire Northeastern Waterfront.

Policy 3: Integrate the recreation and open space facilities of the Northeastern Waterfront with those of the Golden Gate National Recreation Area.

Policy 4: Encourage and provide open space and public recreation facilities as part of any development, to provide facilities for people residing and working in the Northeastern Waterfront and in adjoining neighborhoods.

Policy 5: Provide overlooks and public viewing areas with convenient pedestrian access wherever possible. Every attempt should be made to provide such viewing facilities in areas of maritime and fish processing activities without interfering with the operation of those activities. Remove bulkhead buildings between piers wherever feasible in order to construct such overlooks and to open views.

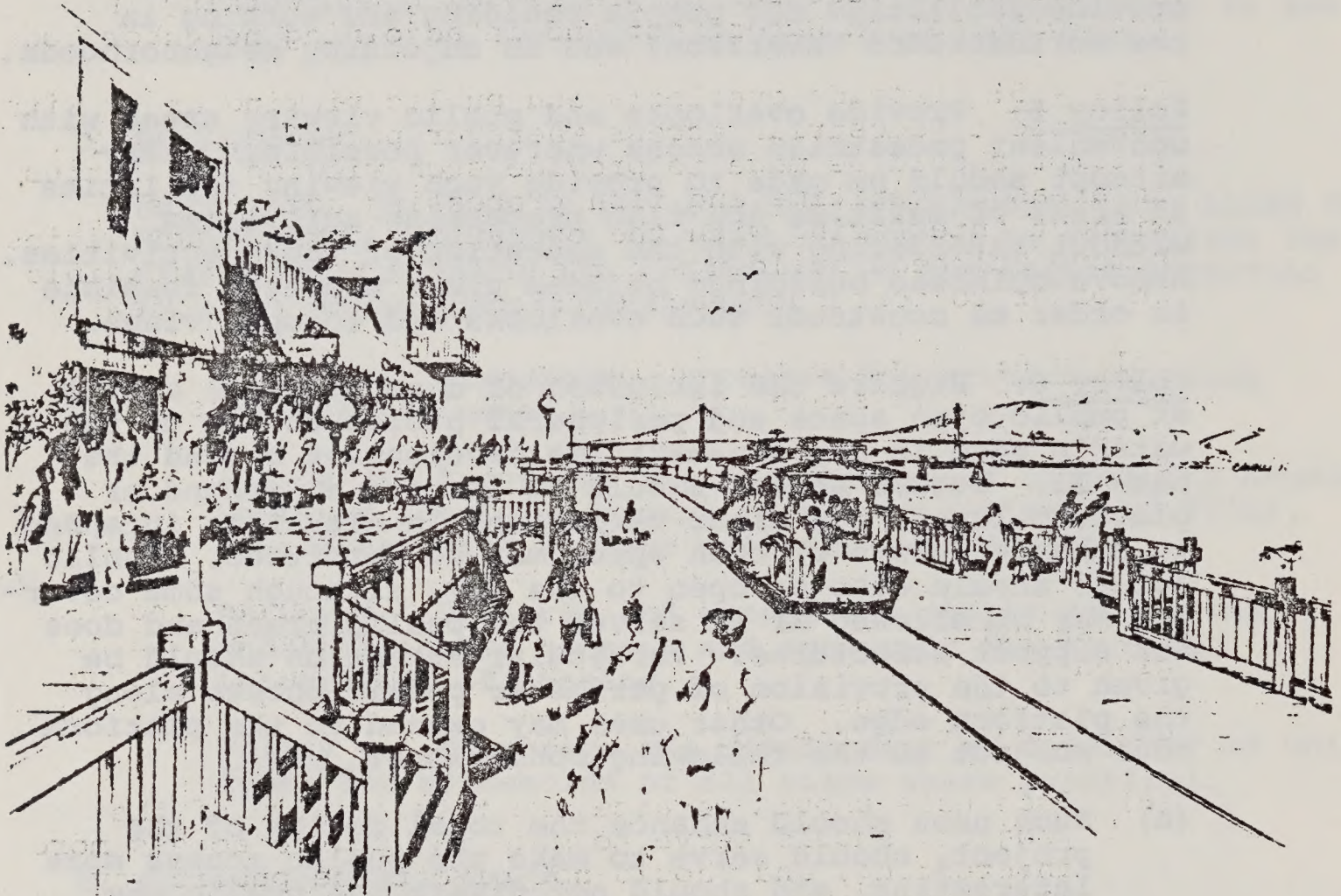
Policy 6: Require the inclusion of a substantial amount of public open space and peripheral public access to the water's edge in any non-maritime development beyond the seawall. Public access should be located at ground or platform level, but minor variations in elevation intended to enhance design of open space may be permitted. Public access should also be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures. Particular attention should be given to the provision of perimeter public access along the platform edge. Other uses may extend to the platform edge subject to the following conditions:

- (a) Such uses should enhance the total design of the project, should serve to make the public access more interesting, and should not divert the public way along more than twenty percent (20%) of the total platform edge.
- (b) Deviations of the public way from the platform edge should be limited to short distances.

Policy 7: Provide as much public open space and peripheral access as is feasible in areas of maritime activity without seriously interfering with the operation of this activity.

Policy 8: Encourage the development of small boat marinas, especially in the Pier 41 to 37 area, portions of the Ferry Building Area, and, if surplus to the Port's maritime needs, the Pier 34 to China Basin area.

Policy 9: Develop a continuous bicycle path along the Northeastern Waterfront, separated and protected from vehicular traffic where possible, and linked with the City-wide bicycle route system.



PIER 39 WALKWAY

ILLUSTRATION OF PIER
PERIMETER ACCESS
FIGURE 1A

III. TRANSPORTATION

OBJECTIVE 1: TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS WITHIN THE NORTHEASTERN WATERFRONT IN SUCH A WAY AS TO MINIMIZE THE ADVERSE IMPACT OF THIS MOVEMENT.

Policy 1: Intercept and divert as much automobile traffic as possible away from the water's edge and areas of intense pedestrian activity in order to make conditions more pleasurable, safe, and interesting for the pedestrian, and in order to facilitate the commercial and recreational development of the area.

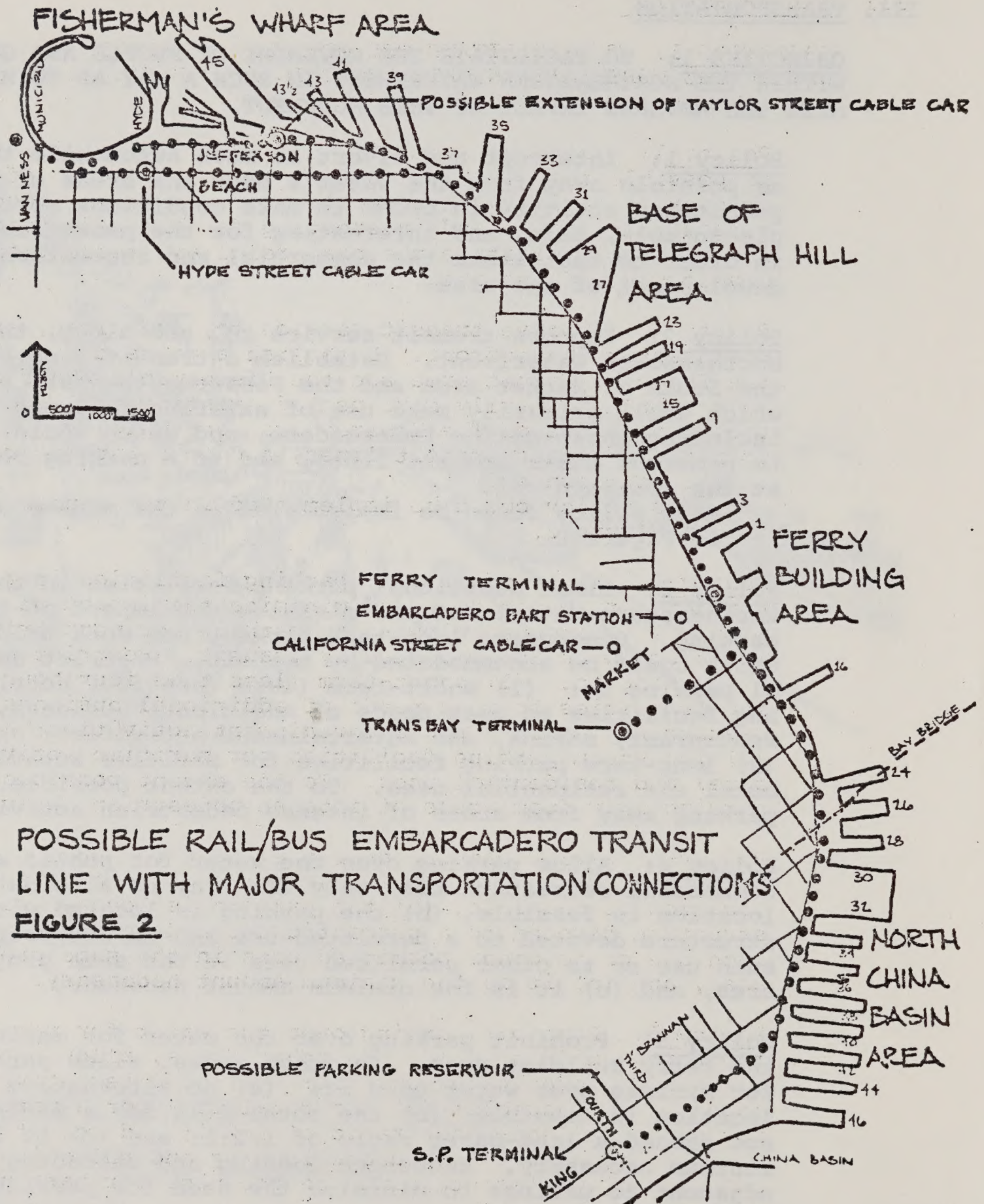
Policy 2: Improve transit service to, and along, the Northeastern Waterfront. Establish a transit line between the South of Market area and the Fisherman's Wharf area which would primarily make use of existing railroad tracks, including those on The Embarcadero, and which would connect to numerous other transit lines, and to a parking reservoir at the southern end.

This policy could be implemented in the manner shown in Figure 2.

Policy 3: Limit additional parking facilities in the Northeastern Waterfront and minimize the impact of this parking. Discourage long-term parking for work trips which could be accommodated by transit. Restrict additional parking to: (1) short-term (less than four hour) parking facilities to meet needs of additional business, retail, restaurant, marina, and entertainment activities; and (2) long-term parking facilities for maritime activities, hotel and residential uses. To the extent possible, locate parking away from areas of intense pedestrian activity.

Policy 4: Allow parking over the water for public and commercial recreation uses only if: (a) no alternative location is feasible, (b) the parking is located within a structure devoted to a permitted use and is necessary to such use or to other permitted uses in the same project area, and (c) it is the minimum amount necessary.

Policy 5: Prohibit parking over the water for marinas in the Ferry Building area. In other areas, allow parking for marinas over water only if: (a) no alternative upland location is feasible; (b) the total fill for a marina does not exceed a land-water ratio of 1/2:1; and (c) it is the minimum necessary. Encourage loading and unloading areas adjacent to marinas to minimize the need for parking over the water.



Policy 6: Base the determination of the amount of parking allowed for permitted uses on the desirability of reducing automobiles along the waterfront and, to the maximum extent feasible, consider the use of existing public transit and inland parking, as well as public transit and inland parking which could reasonably be provided in the future.

Policy 7: Remove or relocate inland those existing parking facilities on or near the water's edge or within areas of intense pedestrian activity.

Policy 8: Facilitate pedestrian access to the shoreline, including access for the handicapped, through the provision of convenient safe pedestrian crossings along The Embarcadero. Provide promenades and walkways of sufficient width to accommodate comfortably the movement of pedestrians throughout the Northeastern Waterfront.

Policy 9: Facilitate the movement of goods into and out of the maritime piers where possible in the design of the road system.

Policy 10: Remove the existing elevated Embarcadero Freeway.

OBJECTIVE 2: TO ACCOMMODATE THE REGIONAL MOVEMENT OF PEOPLE AND GOODS, PERMITTING THE THROUGH MOVEMENT OF TRAFFIC, ACCESS TO THE REGIONAL SYSTEM FROM THE MARITIME AND OTHER INDUSTRIAL AREAS OF THE CITY, AND FACILITATING THE MOVEMENT OF REGIONAL TRANSIT WHILE MINIMIZING THE ADVERSE IMPACT OF THIS SYSTEM ON THE NORTHEASTERN

Policy 1: To the extent feasible, accommodate regional traffic movement inland from the Northeastern Waterfront area. Abandon the planned linking of Interstate-280 with the Embarcadero Freeway. If a connection between I-280 and the Bay Bridge is mandated to accommodate the regional movement of traffic, it should be along an inland right-of-way.

Policy 2: Prohibit any increase to the capacity of the roadway system along the shoreline to accommodate automobiles between the Bay Bridge-downtown area and the Golden Gate Bridge. Improve transit service in this corridor to encourage the reduction of automobile traffic.

Policy 3: Minimize the impact of regional transportation movement along the Northeastern Waterfront by encouraging transit use through the addition and improvement of service and through the use, wherever possible, of exclusive rights-of-way and other types of transit preferential treatment. Prohibit ramping to and from the I-280 freeway within the area east of Third Street, except that a transit only ramp to Second Street should be provided.

Policy 4: To the extent feasible, facilitate and expand the operation of passenger ferry systems to minimize traffic impacts.

Policy 5: Make transfers among transit systems as easy, safe and pleasant as possible, and clearly identify loading areas and routes. In particular in the Ferry Building area, design the relationship between the ferries, BART, Muni surface and subsurface lines, and the Transbay Terminal to facilitate connections among the systems.

Policy 6: Provide parking reservoirs near the Fourth Street ramps of the I-280 freeway for short-term parking and to replace long-term parking in the Northeastern Waterfront as well as the downtown core. Provide frequent transit service between this parking area and the downtown.

IV. URBAN DESIGN

OBJECTIVE: TO DEVELOP THE FULL POTENTIAL OF THE NORTHEASTERN WATERFRONT IN ACCORD WITH THE UNUSUAL OPPORTUNITIES PRESENTED BY ITS RELATION TO THE BAY, TO THE OPERATING PORT, FISHING INDUSTRY, AND DOWNTOWN; AND TO ENHANCE ITS UNIQUE AESTHETIC QUALITIES OFFERED BY WATER, TOPOGRAPHY, VIEWS OF THE CITY AND BAY, AND ITS HISTORIC MARITIME CHARACTER.

Policy 1: Preserve the physical form of the waterfront and reinforce San Francisco's distinctive hill form by maintaining low structures near the water, with an increase in vertical development near hills or the downtown core area.

Policy 2: Preserve and create view corridors which can link the City and the Bay.

Policy 3: Use continuous planting and other ground surface treatment to physically and visually link the waterfront with adjacent inland areas.

Policy 4: In major pedestrian areas (such as the Fisherman's Wharf and Ferry Building areas), develop generally continuous ground floor retail or other pedestrian-oriented uses.

Policy 5: Permit non-maritime development bayward of the sea wall only if the following qualifications are met:

- a. Maximum feasible public access is provided to the water's edge.
- b. Important Bay views along The Embarcadero and level inland streets are preserved and improved. Minor encroachment into the view corridors from level inland streets may be permitted under the following conditions: (1) where the encroaching element has a distinct maritime character, is separated from the shoreline by water, and adds variety to the views along the waterfront; (2) where minor structures (such as kiosks) are desirable to provide public amenities contributing to a continuity of interest and activity along the waterfront; and (3) where essential maritime facilities cannot reasonably be located and designed to avoid view blockage.

Policy 6: Retain older buildings of architectural merit or historical significance to preserve the historical continuity of the waterfront, and ensure the compatibility of new development.

Policy 7: Maintain the physical prominence of the Ferry Building.

Policy 8: Prohibit new, and remove existing, general advertising signs. Assure that public and private signing contributes to the aesthetic appearance of the waterfront.

Policy 9: Encourage the provision of street furniture which is sympathetic to the historic maritime character of the Northeastern Waterfront.

V. SUBAREAS

A. FISHERMAN'S WHARF AREA

OBJECTIVE 1: TO MAINTAIN AND ENHANCE THE MARITIME CHARACTER OF THE FISHERMAN'S WHARF AREA, AND ENHANCE THE AREA AS A CENTER FOR THE COMMERCIAL FISHING INDUSTRY.

Policy 1: Encourage the retention and expansion of the commercial fishing and processing industry and businesses which provide services to the fishing fleet through construction of a new breakwater in the general area of the Hyde Street pier, and conversion of Pier 45, to the extent feasible, to fish processing and related uses.

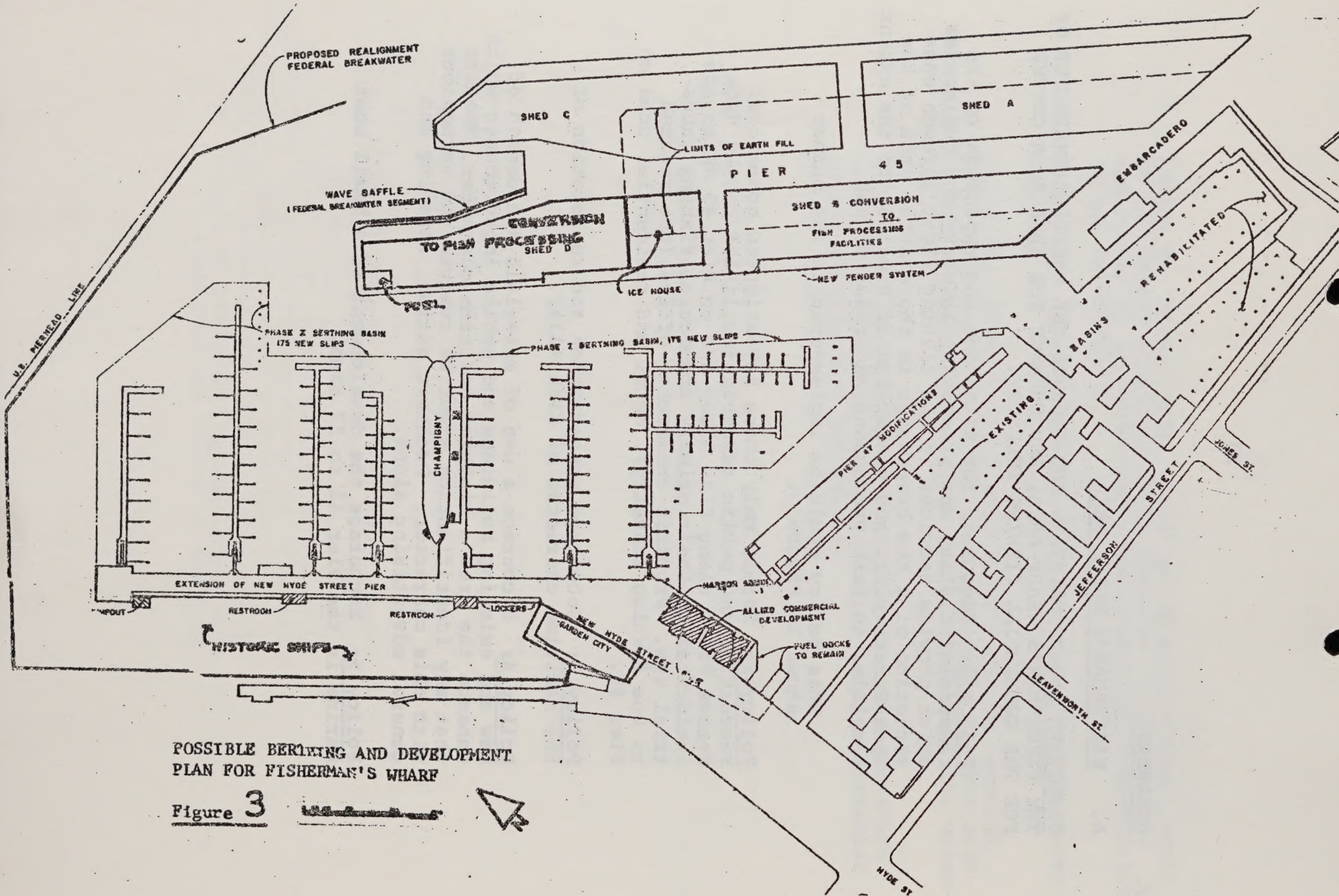
This policy could be implemented in the manner shown in Figure 3.

Policy 2: Permit only those Bay-oriented commercial recreation and public assembly facilities on the Hyde Street Pier, along Fish Alley and on Pier 45 which are incidental to their primary commercial fishing industrial use. Prohibit commercial office (not related to the fishing industry), hotel and residential uses on Pier 45.

Policy 3: Encourage preservation and restoration of the maritime character of Fish Alley.

Policy 4: Encourage a use of materials and design of new and existing buildings and public improvements which enhance the area's historic maritime character. Require that any identification signs be subdued and harmonious with this character. Prohibit garish, flashing and general advertising signs.

Policy 5: Encourage the development of a small boat marina in the Pier 41 to 37 area.



POSSIBLE BERTHING AND DEVELOPMENT
PLAN FOR FISHERMAN'S WHARF

Figure 3

OBJECTIVE 2: TO STRENGTHEN THE AREA'S ATTRACTION AS A WATER-ORIENTED COMMERCIAL RECREATION CENTER BY EXPANDING THE AREA OF THIS ACTIVITY TO THE EAST, LIMITING ADDITIONAL CONCENTRATION OF SUCH ACTIVITIES WEST OF POWELL STREET, AND DEVELOPING USES WHICH WOULD GENERATE ACTIVITY AT TIMES OTHER THAN THE EXISTING PEAK PERIODS.

Policy 1: Permit additional water-oriented commercial recreation development of restaurants, entertainment and specialty shops in the Pier 41 to 37 waterfront area in conjunction with a major waterfront park along the seawall.

This policy could be implemented in the manner shown in Figure 4.

Policy 2: Limit additional commercial recreation development of restaurants, entertainment and specialty shops in the Fisherman's Wharf area west of Powell Street because of the existing heavy concentration of such uses and the resulting evening and weekend peak period congestion. Employ measures to mitigate the impact of any such additional development.

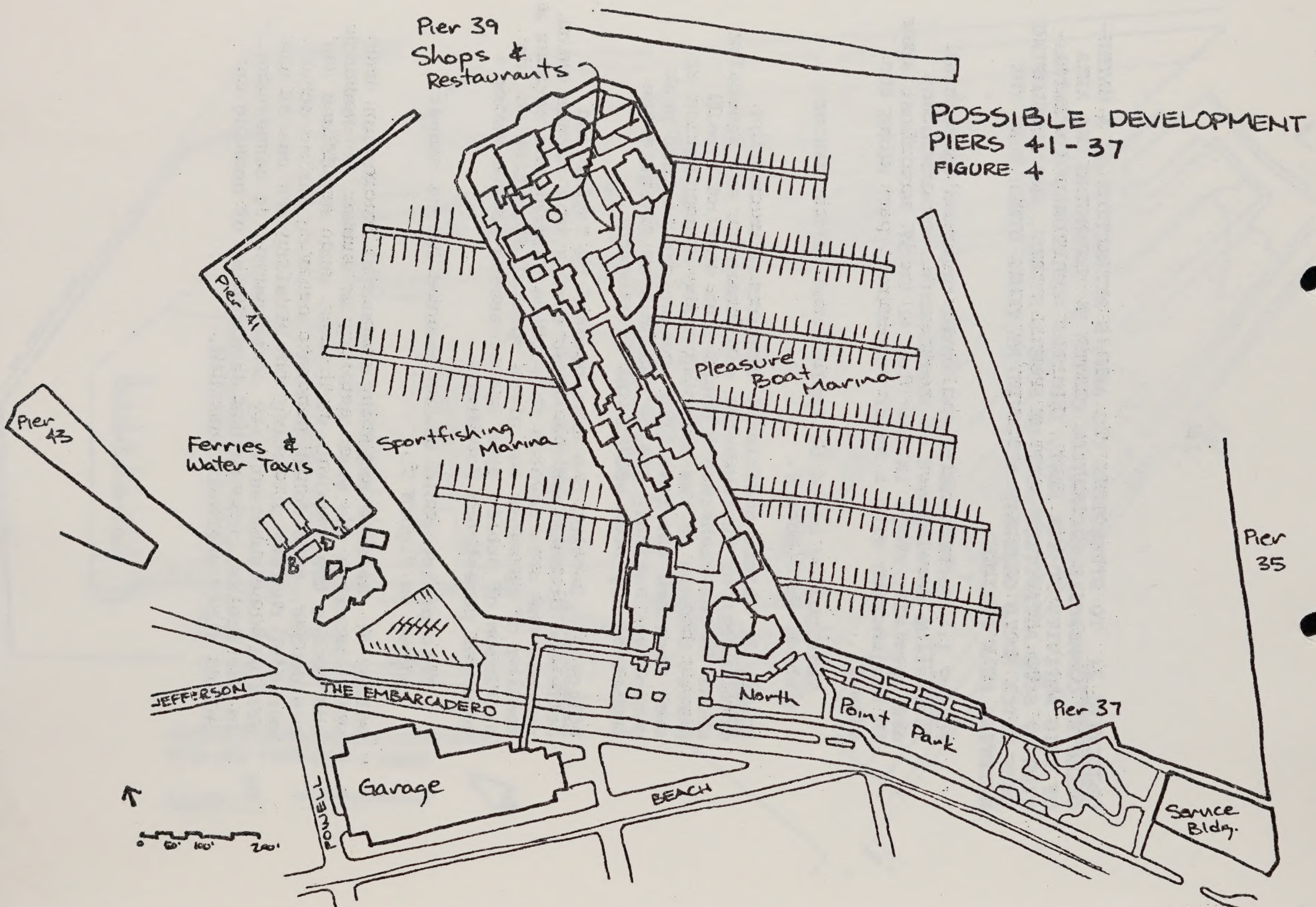
Policy 3: Develop the area bounded by Taylor and Jefferson Streets and the water's edge in a manner which reduces the area devoted to surface parking and retains a feeling of openness and gives special attention to the provision of public open space, access to the water's edge and pedestrian movement.

This policy could be implemented in the manner shown in Figure 5.

Policy 4: Balance existing commercial recreation uses which generate the most activity in summer, on weekends and during the evening, with uses, such as offices and residences, that would generate activity during other periods, thereby promoting the vitality and use of the area without substantially contributing to congestion. In particular, promote the development of housing on inland sites wherever possible.

Pier 39
Shops &
Restaurants

POSSIBLE DEVELOPMENT
PIERS 41-37
FIGURE 4



OBJECTIVE 3: TO DEVELOP A TRANSPORTATION SYSTEM WHICH IMPROVES ACCESS FOR PEOPLE AND GOODS TO AND AROUND THE FISHERMAN'S WHARF AREA WHILE MINIMIZING THE ADVERSE ENVIRONMENTAL IMPACTS ON THE AREA.

Policy 1: Improve the roadway system to facilitate truck access to the fishing industries to discourage through-traffic from entering the area and to divert as much automobile traffic as possible before reaching the water's edge and areas of intense pedestrian activity such as Jefferson Street. Do not increase the capacity of the roadway system to accommodate the automobile.

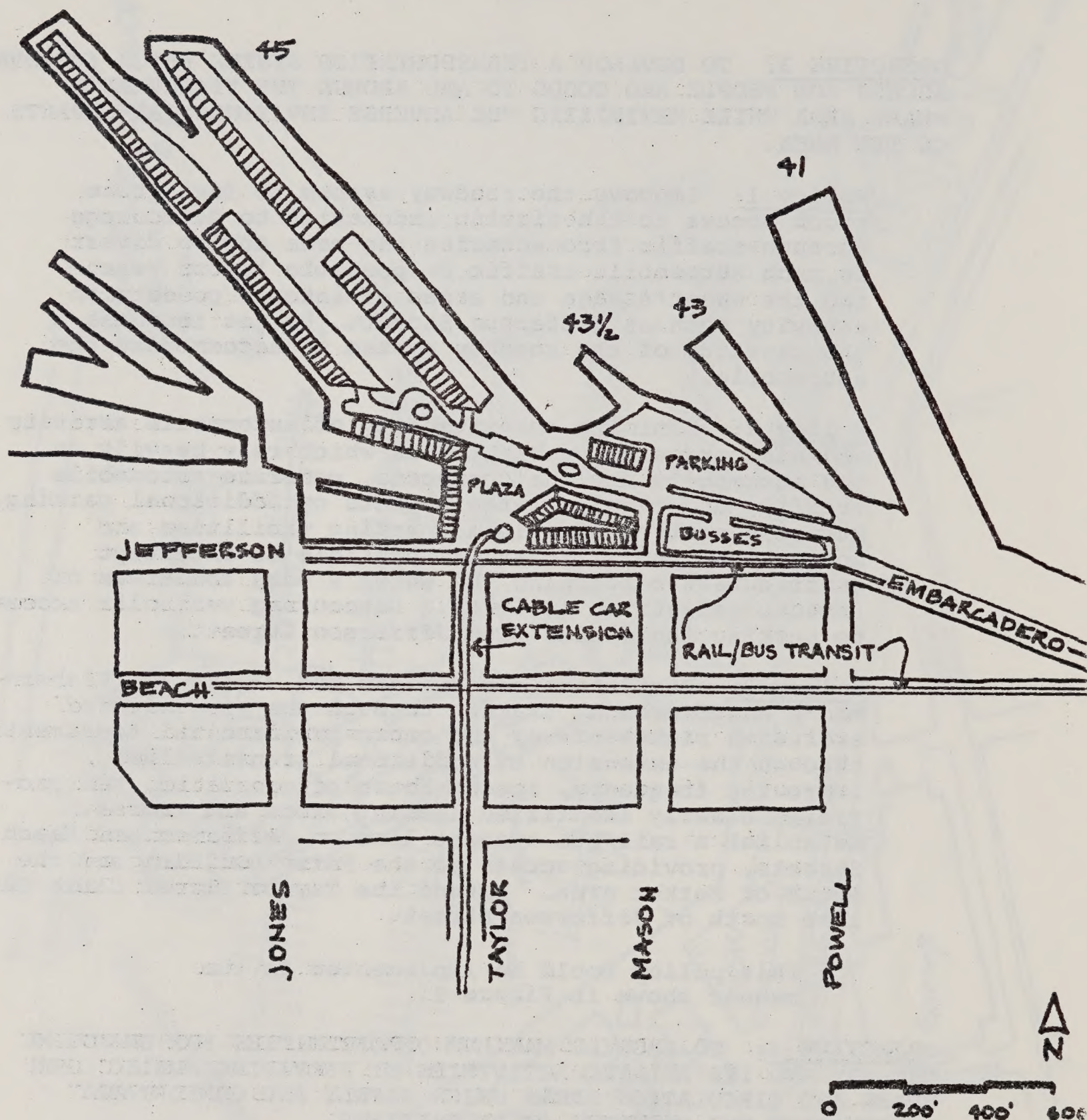
Policy 2: Minimize the intensity of automobile activity and discourage or prohibit uses which rely heavily on the automobile for their success, generate automobile traffic, and require large amounts of additional parking. Strictly control additional parking facilities and locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Discourage vehicular access to parking facilities from Jefferson Street.

Policy 3: Facilitate access into and within the Fisherman's Wharf area by transit through the provision of exclusive rights-of-way and other preferential treatment, through the extension of additional transit lines, improving frequency, speed, hours of operation, and providing clearly identified loading areas and routes. Establish a rail/bus transit line on Jefferson and Beach Streets, providing access to the Ferry Building and the South of Market area. Extend the Taylor Street Cable Car line north of Jefferson Street.

This policy could be implemented in the manner shown in Figure 2.

OBJECTIVE 4: TO PROVIDE MAXIMUM OPPORTUNITIES FOR ENJOYING THE BAY AND ITS RELATED ACTIVITIES BY PROVIDING PUBLIC OPEN SPACE AND CIRCULATION AREAS WHICH SAFELY AND COMFORTABLY ACCOMMODATE THE MOVEMENT OF PEDESTRIANS.

Policy 1: Develop generally continuous public pedestrian access to the water's edge, excepting areas occupied by maritime activities. In those areas, provide that public viewing and access which will not substantially interfere with these activities. Remove, if practical, the easternmost portion of Shed A on Pier 45 to expand the view of the Bay from Taylor Street and the proposed Fisherman's Wharf Plaza.

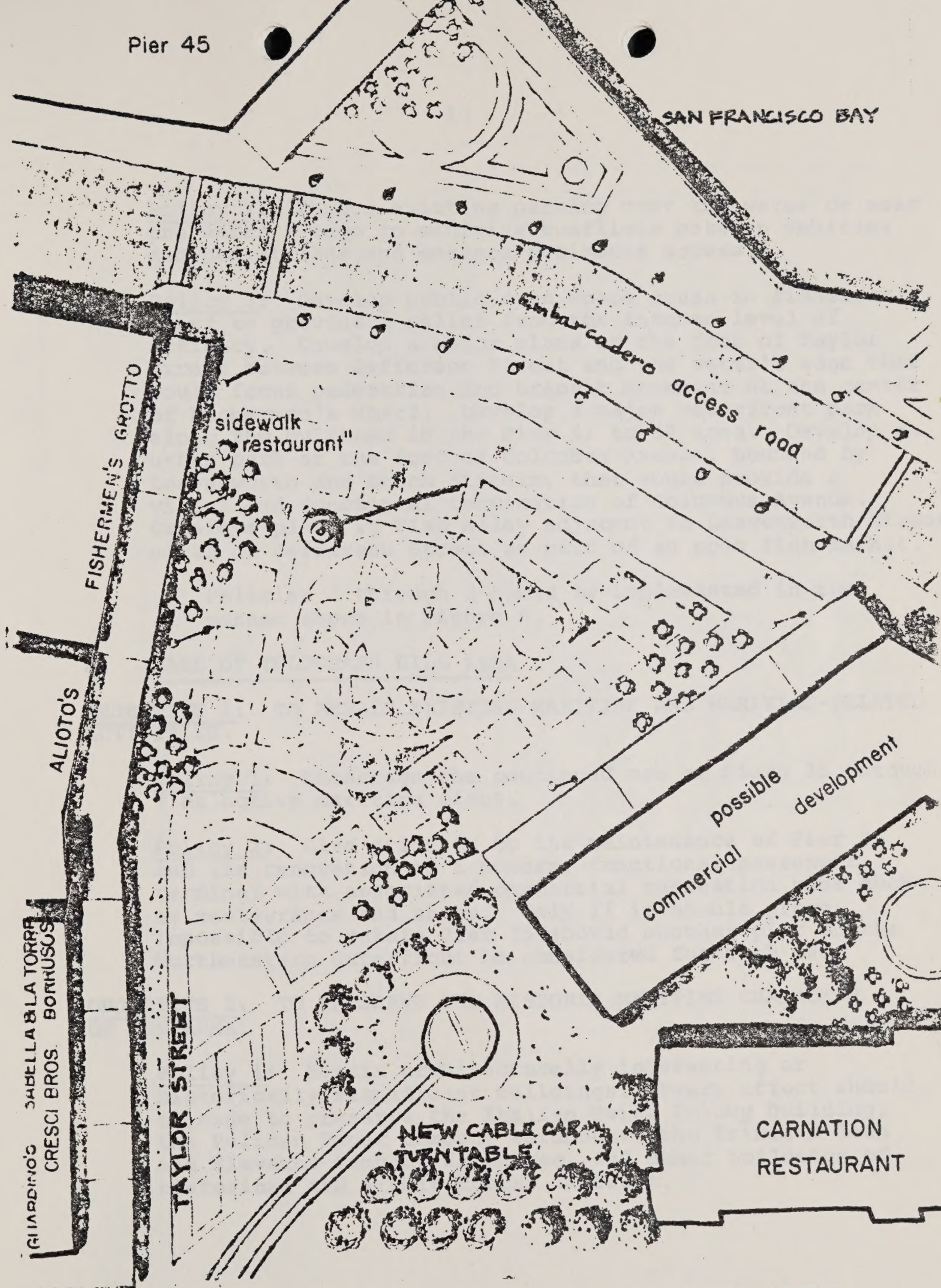


POSSIBLE IMPROVEMENTS: FISHERMAN'S WHARF PLAZA

FIGURE 5

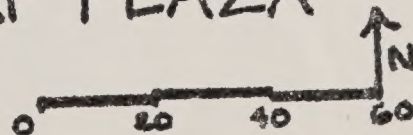
Pier 45

SAN FRANCISCO BAY



POSSIBLE FISHERMAN'S WHARF PLAZA

FIGURE 5A





POSSIBLE FISHERMAN'S WHARF PLAZA

FIGURE 2A

Policy 2: Remove existing parking over the water or near the water's edge to minimize conflicts between vehicles and pedestrians and enhance perimeter access.

Policy 3: Develop public open space areas in Fisherman's Wharf to provide a relief from the intense level of activity. Develop a major plaza at the foot of Taylor Street between Jefferson Street and the water's edge that would focus pedestrian and transit movement at the center of Fisherman's Wharf. Develop a major waterfront park along the bulkhead in the Pier 41 to 37 area. Develop an urban park at the foot of Columbus Avenue, bounded by Leavenworth and Beach Streets, that would provide a visual and functional termination of Columbus Avenue. Create a plaza in Fish Alley adjacent to Leavenworth Street north of Jefferson Street as part of an open fish market.

Policies 1 through 3 could be implemented in the manner shown in Figure 6.

B. BASE OF TELEGRAPH HILL AREA

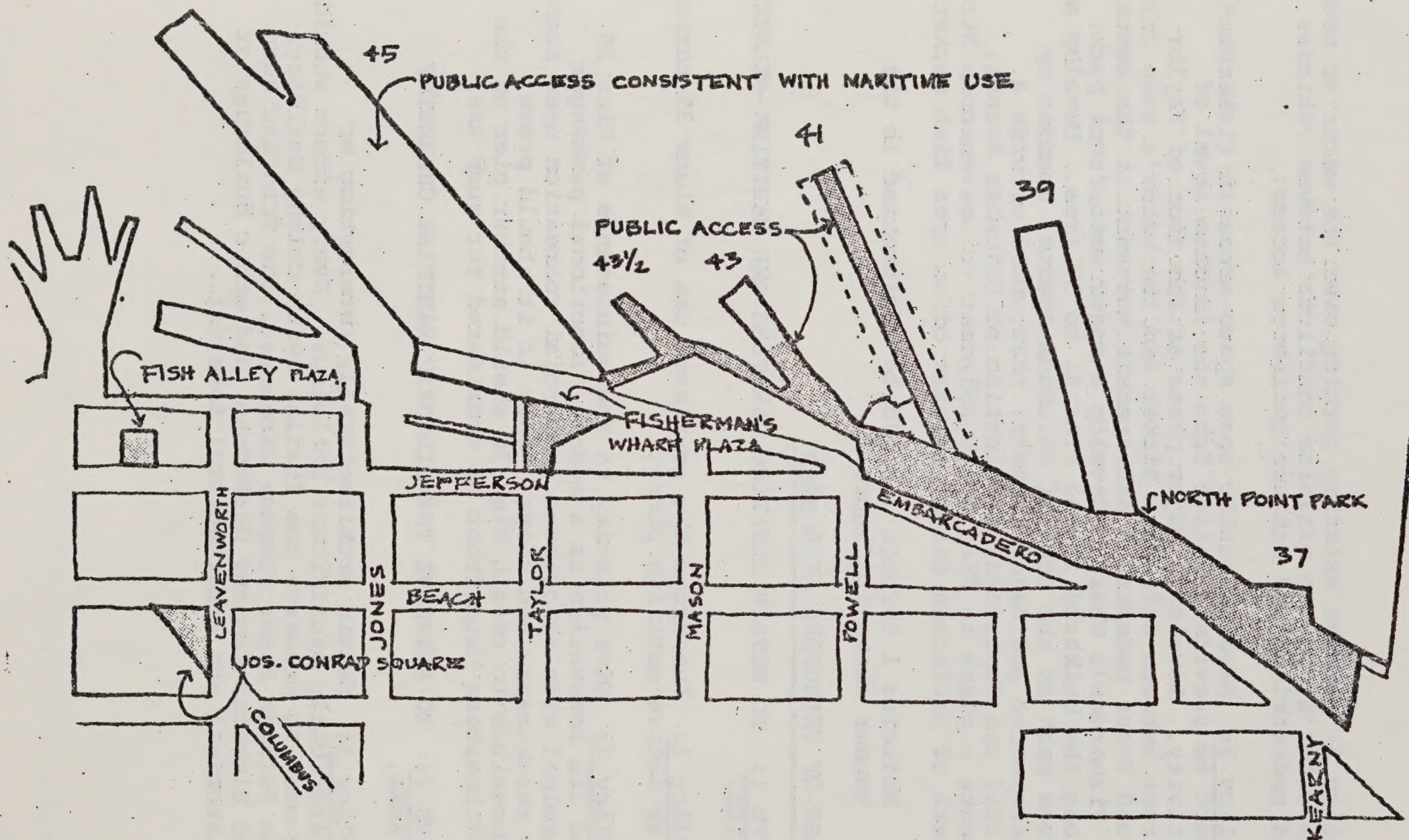
OBJECTIVE 1: TO RETAIN EXISTING MARITIME AND MARITIME-RELATED ACTIVITIES.

Policy 1: Encourage the continued use of Piers 35 through 9 as active maritime piers.

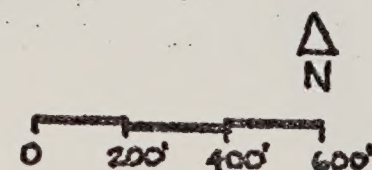
Policy 2: Give priority to the maintenance of Pier 35 and its renovation as a modern, functional passenger terminal with associated commercial recreation uses such as restaurants and shops. Only if it should prove impossible to retain Pier 35 should another pier on the Northeastern Waterfront be considered for such use.

OBJECTIVE 2: TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

Policy 1: Retain architecturally interesting or historically significant buildings. Every effort should be made to preserve the Italian Swiss Colony Building, the Pelican Paper Company warehouse, the Trinidad Bean and Elevator Company Warehouse, and other buildings of historical and architectural interest.



POSSIBLE PUBLIC ACCESS AND OPEN SPACE IMPROVEMENTS
FIGURE 6



Policy 2: Ensure the compatibility of new development with the area's historic maritime character in terms of scale, materials and design.

OBJECTIVE 3: TO DEVELOP A DIVERSITY OF ADDITIONAL ACTIVITIES WHICH WOULD STRENGTHEN THE EXISTING PREDOMINANT USES IN THE BASE OF TELEGRAPH HILL AREA AND ACTIVITIES WHICH WOULD EXPAND THE PERIOD OF USE, BUT OF AN INTENSITY WHICH WOULD PROVIDE A RELIEF FROM THE ADJACENT DOWNTOWN AND FISHERMAN'S WHARF AREAS.

Policy 1: Consistent with policies 2 and 3 encourage development of uses which would strengthen the area's predominant uses of professional and general offices and design-related activities.

Policy 2: Encourage the development of residential uses as a major use in this area. Such use should be especially encouraged immediately adjacent to Telegraph Hill and at the upper levels of commercial development.

Policy 3: Encourage the development of a limited amount of uses such as shops, restaurants, entertainment and hotels which generate activity during evenings and weekends, but not of such an intensity or concentration as to create a major recreation or entertainment center.

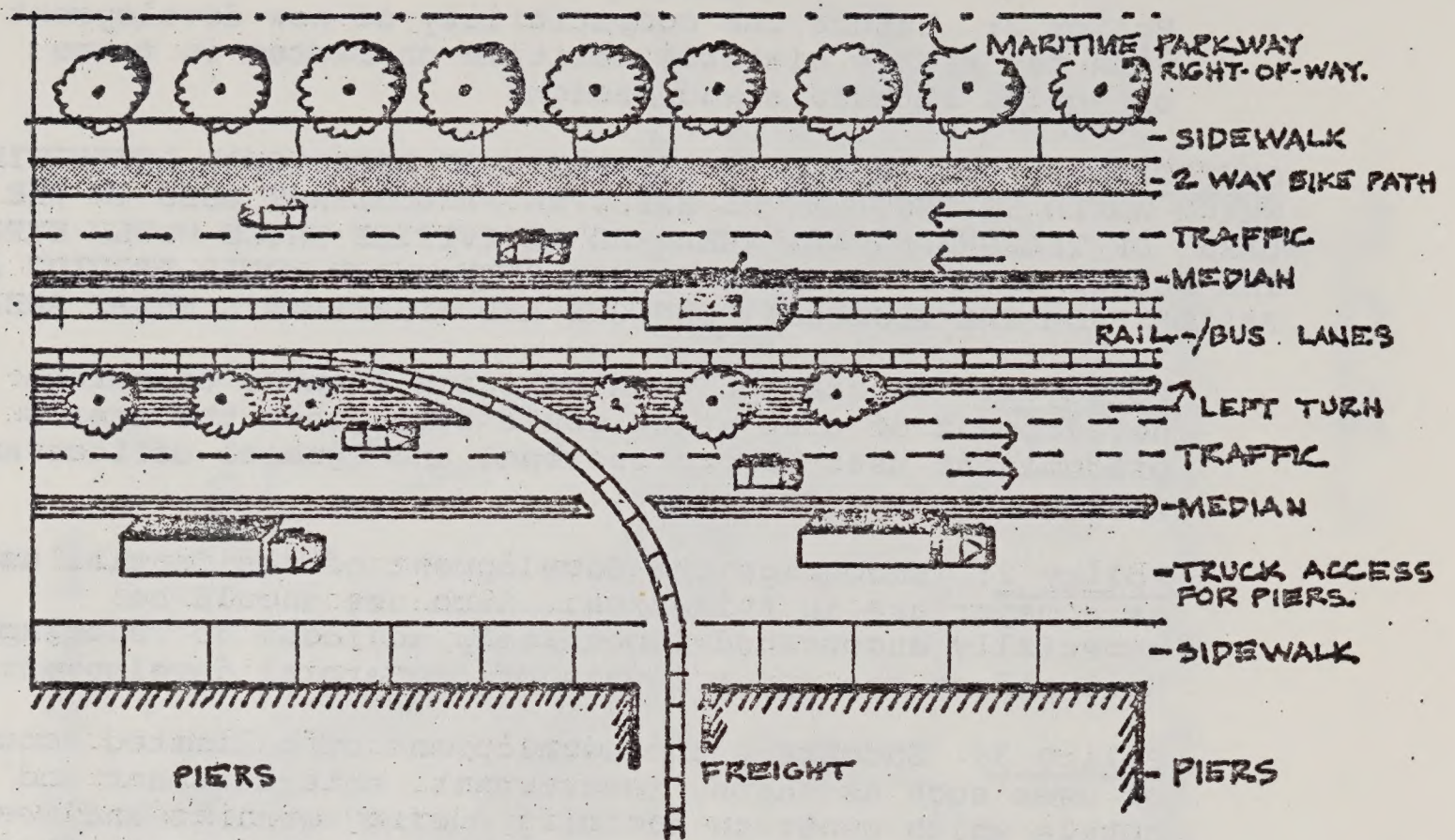
Policy 4: Develop the area to a lesser intensity of activity than the adjacent downtown and Fisherman's Wharf areas in order to provide a relief in intensity from those areas.

Policy 5: Minimize the intensity of automobile activity and discourage or prohibit uses which rely heavily on the automobile for their success, generate automobile traffic, and require large amounts of parking. Strictly limit parking developed with new uses.

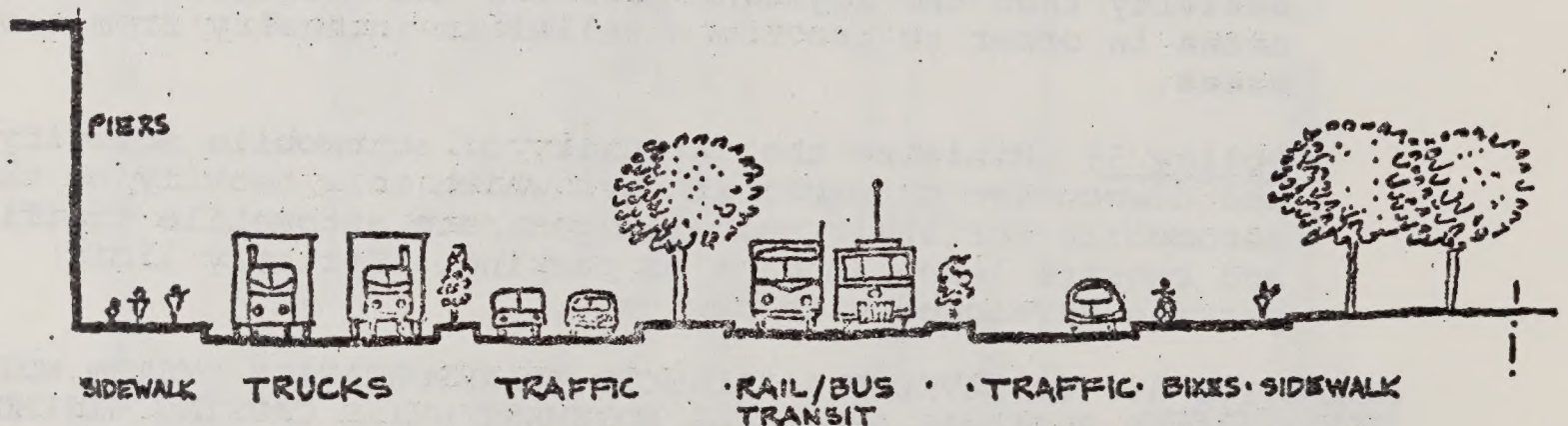
OBJECTIVE 4: TO DEVELOP A BALANCED TRANSPORTATION SYSTEM WHICH ACCOMMODATES REGIONAL AND LOCAL MOVEMENT WHILE CAUSING MINIMUM ADVERSE IMPACT TO THE ENVIRONMENT.

Policy 1: Improve The Embarcadero between Washington and Northpoint Streets as an attractive landscaped roadway having two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes and a separate access roadway to the pier areas.

This policy could be implemented in the manner shown in Figure 7.



TYPICAL PLAN: 0' 15' 30' 45' N



TYPICAL SECTION 0' 10' 20' 30'

POSSIBLE IMPROVEMENTS TO EMBARCADERO
BETWEEN WASHINGTON TO NORTH POINT STREETS.

FIGURE 7

Policy 2: Discourage through traffic except in those limited areas designated for this movement.

Policy 3: Encourage a portion of the surface regional transit to use inland routes to the downtown to minimize the impact on the waterfront.

OBJECTIVE 6: TO DEVELOP THE AREA IN SUCH A WAY AS TO PRESERVE AND ENHANCE THE PHYSICAL FORM OF THE WATERFRONT AND TELEGRAPH HILL, AND TO PRESERVE VIEWS FROM THE HILL.

Policy 1: Maintain low structures near the water, with an increase in vertical development near Telegraph Hill.

Policy 2: Minimize the blockage of private and public views and maintain sightlines between the waterfront and Telegraph Hill.

C. FERRY BUILDING AREA (Piers 7 to 24)* see below

The following Objectives and Policies could be implemented in the manner shown in Figure 8.

OBJECTIVE 1: TO MAXIMIZE USE OF THE WATERFRONT FOR MARITIME ACTIVITY.

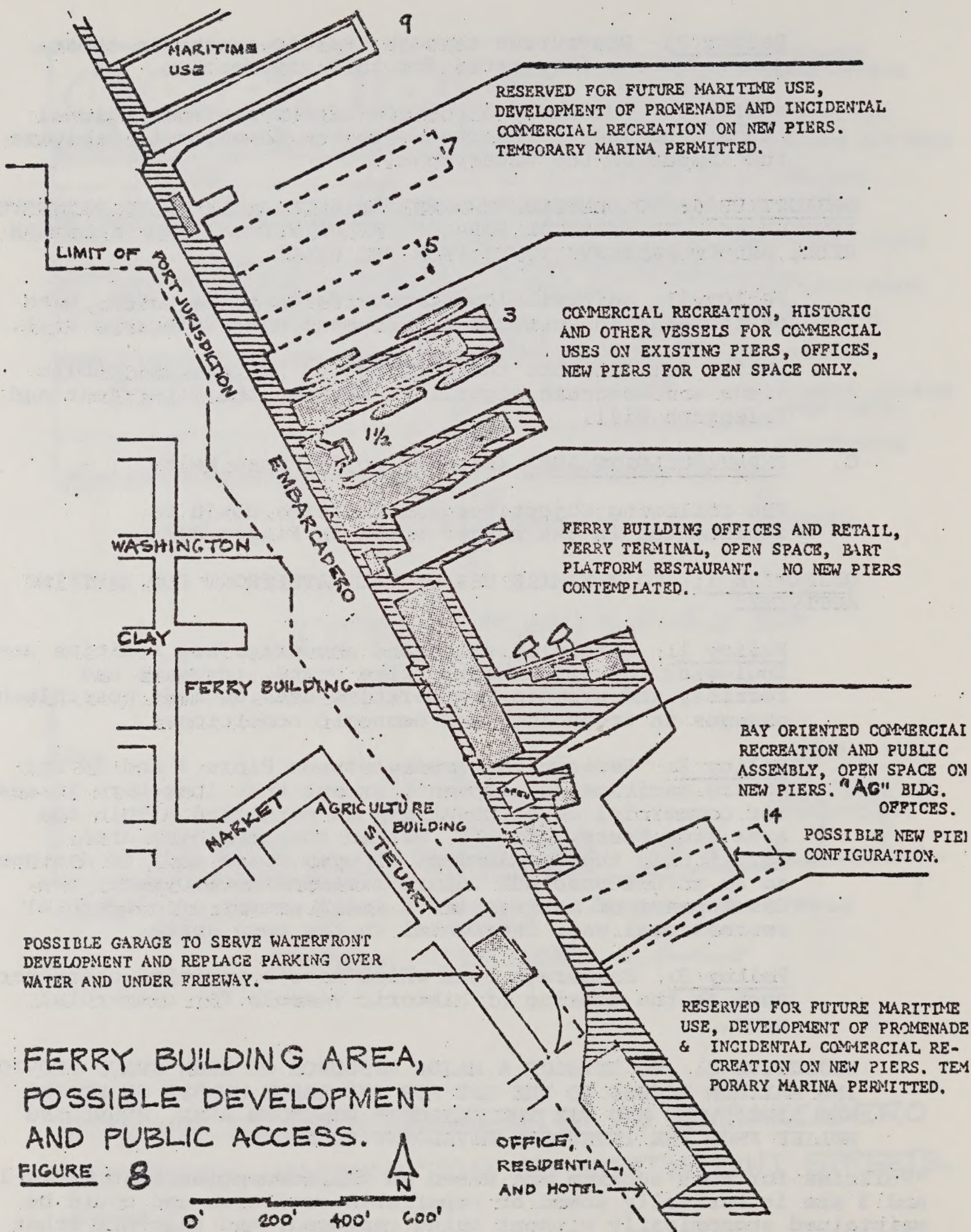
Policy 1: Retain existing and encourage new maritime uses including the pilot boats, fire boats, tugboats and ferries, and promote new maritime uses as made possible by changes in technology and economic conditions.

Policy 2: Reserve the areas between Piers 9 and 26 for future maritime development, except that long-term leases for commercial development may be permitted within the area from Piers 3 to 14. Within the remaining area, permit only the development of open space and, if designed so as to not preclude future maritime development, the development of marinas and a small amount of commercial recreational use, incidental to the open space.

Policy 3: Encourage uses which have a maritime character such as the mooring of historic vessels for commercial uses.

OBJECTIVE 2: TO DEVELOP A MAJOR RESOURCE OF OPEN SPACE PROVIDING MAXIMUM ACCESS TO THE BAY FOR THE LARGE NUMBER OF PEOPLE WHO LIVE, WORK AND USE THE ADJACENT DOWNTOWN AREA, PROVIDING RELIEF FROM THE INTENSELY DEVELOPED DOWNTOWN.

*Policies for this subarea are based on the assumption that Piers 1 and 3 are in basically sound or repairable condition and could be maintained economically without being replaced, and that all other piers are in various stages of decay and could not be economically rehabilitated.



Policy 1: Provide generally continuous public access to the water's edge along the seawall from Piers 7 to 24. This access should take the form of a wide landscaped promenade, which maximizes opportunities for sitting, viewing, fishing and enjoying the Bay, and which includes a small amount of commercial recreation uses which will enhance enjoyment of the open space. In particular, such a promenade should be developed from Pier 24 to the Agriculture Building, on the Bay side of the Ferry Building, and from the Ferry Building to Pier 7.

Policy 2: Minimize the effect of trafficways and vehicles as obstructions between inland properties and the waterfront; provide safe and convenient pedestrian crossings along the waterfront, maintaining as narrow a roadway as possible. If funds for the demolition of the Embarcadero Freeway become available, the replacement roadway should be undergrounded in front of the Ferry Building and a major urban pedestrian plaza created. If the removal of the freeway is not feasible in the near future, the existing surface roadway should be narrowed, parking under the freeway removed, and additional open space created.

Policy 3: Remove piers which are structurally unsound and economically unfeasible to repair, to improve views and access to the Bay and to improve the appearance of the waterfront.

Policy 4: Remove existing parking over the water as part of the over-all development of the Ferry Building area to improve public access to the Bay and to improve the appearance of the waterfront.

Policy 5: Develop the BART Platform as a major landscaped open space within that area not occupied by the proposed ferry terminal and restaurant above and adjacent to the BART ventilation structure.

Policy 6: Limit total replacement fill to an amount less than the area of existing fill (piers) removed from Piers 7 to 24.

OBJECTIVE 3: TO DEVELOP A MIXTURE OF USES WHICH WILL PROVIDE A TRANSITION BETWEEN THE INTENSE CONCENTRATION OF OFFICE ACTIVITY IN THE DOWNTOWN AREA AND THE RECREATION ACTIVITIES OF THE WATERFRONT, WHICH WILL GENERATE ACTIVITY DURING EVENINGS AND WEEKENDS TO COMPLEMENT THE WEEKDAY OFFICE USES IN THE ADJACENT DOWNTOWN AREA.

Policy 1: Encourage residential use wherever feasible, especially on the undeveloped properties within the Golden Gateway Redevelopment Area and on the upper levels of office or commercial developments near the waterfront, but not on new or replacement fill.

Policy 2: Encourage limited office development along the waterfront, except on new or replacement fill, of a lesser intensity than that in the adjacent Downtown Office District and in combination with other uses.

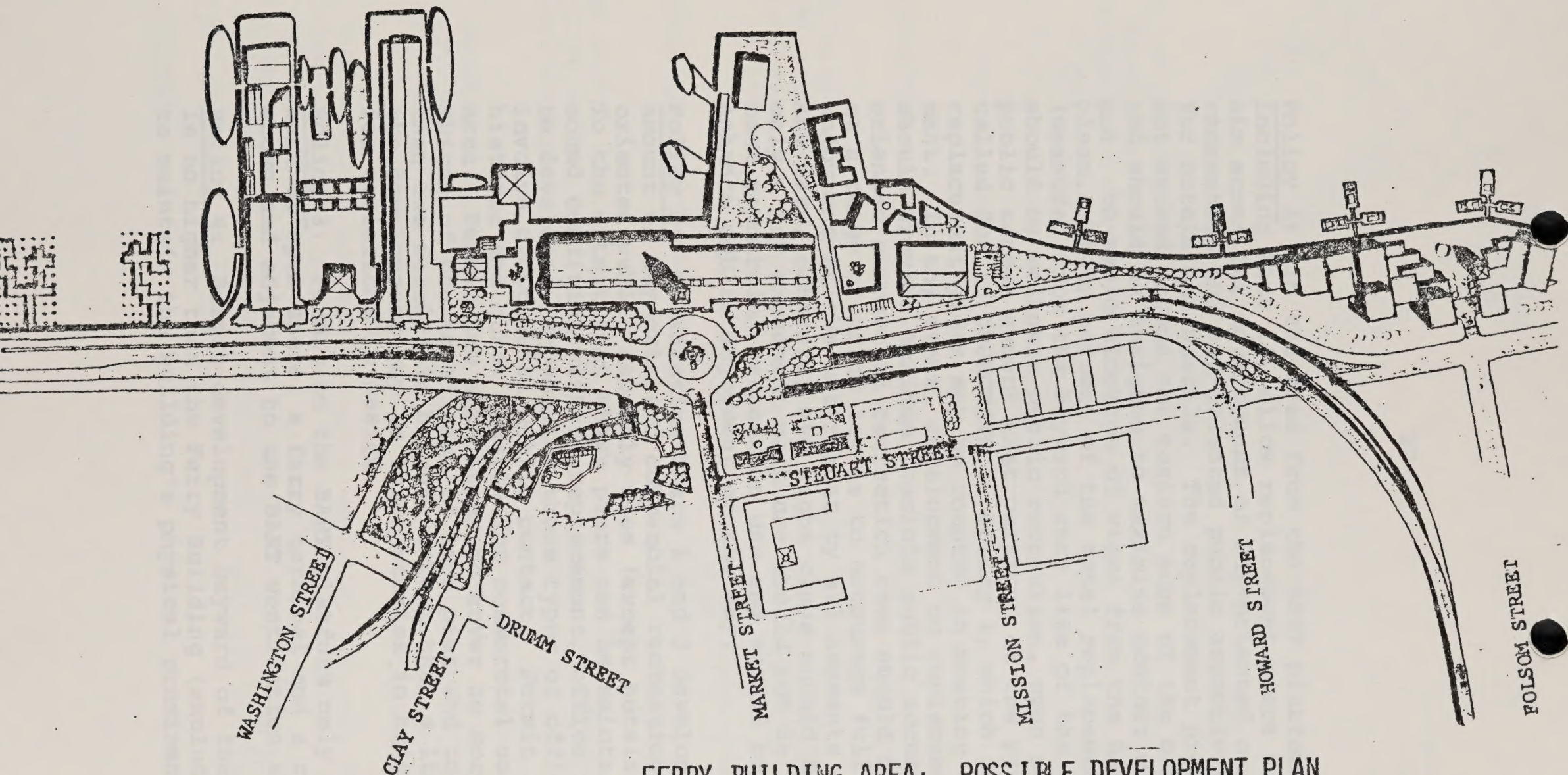
Policy 3: Taking into account that the Ferry Building area is becoming a minor retail center with the development of Embarcadero Center and One Market Plaza, encourage only that amount of additional retail use which is ancillary to new development and which would not significantly compete with the Downtown Retail District.

Policy 4: Recognizing that with the development of a major hotel, Embarcadero Center, Justin Herman Plaza, the new ferry terminal, the Embarcadero BART Station, and the terminus of the California Cable Car line, the area is becoming a center of visitor interest, encourage this interest by development of limited additional hotel space, restaurants, water-oriented commercial recreation and public assembly uses. These activities should be of such an intensity as to contribute to the appeal and use of the area by residents and visitors, but should be of such scale that they will not compete significantly with the Fisherman's Wharf area.

OBJECTIVE 4: TO DEVELOP A LIMITED AMOUNT OF NON-MARITIME DEVELOPMENT ON PIERS AND ALONG THE SEAWALL TO GENERATE WATERFRONT ACTIVITY, TO PROVIDE VISUAL AND ACCESS IMPROVEMENTS AND TO PRODUCE REVENUE FOR THE PORT, WHILE RESERVING SPACE FOR POSSIBLE FUTURE MARITIME DEVELOPMENT.

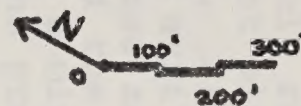
PIER 3

PIER 1



FERRY BUILDING AREA: POSSIBLE DEVELOPMENT PLAN

FIGURE 8A



Policy 1: In the area from the BART platform to and including Pier 14, allow replacement piers not to exceed six acres for development of Bay-oriented commercial recreation and Bay-oriented public assembly uses except for hotels and boatels. The replacement piers should not extend beyond the eastern edge of the BART platform and should be designed to maximize contact with the water and to avoid blockage of views from the BART platform plaza. Fifty percent of the total replacement pier area (measured from the bayward curb line of the Embarcadero) should be walkable public recreation, open space and public access except that portion of the promenade called for in OBJECTIVE 2, Policy 1, which is provided on replacement piers may be counted in meeting this requirement. In any event, development on replacement piers should provide maximum feasible public access. Bay-oriented commercial recreation uses should be available at a range of price levels to encourage full use and enjoyment of the waterfront by all segments of the public. Any bars, cabarets, and night clubs should be a minor use only. Any amusement park use should not be the predominant commercial recreation use and should be designed to enhance public enjoyment of the Bay.

Policy 2: On existing Piers 1 and 3 develop a limited amount of Bay-oriented commercial recreation and Bay-oriented public assembly uses (except hotels and boatels). To the extent that these piers can be maintained in sound condition without replacement, office uses may also be developed, especially those types of offices which involve substantial public contact. Permit the mooring of historic and other vessels for commercial uses within this area. Permit new structures to cover no more than two-thirds of the total area of each pier and to rise no more than two stories in height, except that a limited area of the development may be three stories in height to allow for variations in design.

Policy 3: Permit on the BART platform only the development of open space, a ferry terminal and a restaurant above and adjacent to the BART ventilation structure.

Policy 4: Permit development bayward of the seawall which is no higher than the Ferry Building (excluding the tower) to maintain the building's physical prominence.

Policy 5: Provide mooring space for ceremonial ships in a highly visible central location.

Policy 6: Develop the properties inland from the seawall under Port jurisdiction between Howard and Harrison Streets as a mixture of commercial, office and residential uses, maintaining a relatively low height near the water, with an increase in height to a maximum of 160 feet adjacent to Steuart Street.

Policy 6 could be implemented in the manner shown in Figures 9 and 10.

OBJECTIVE 5: TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

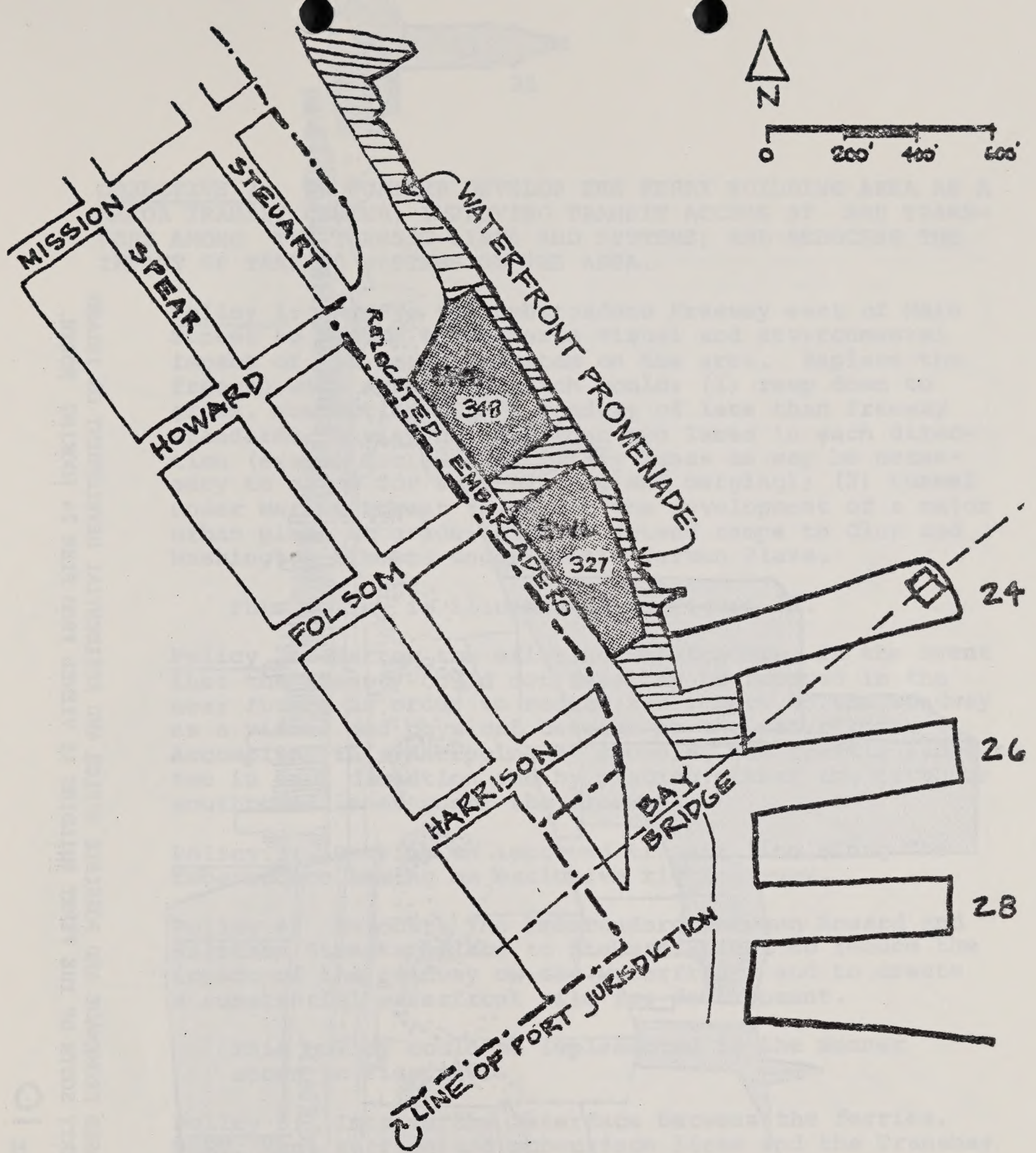
Policy: Retain and restore architecturally interesting or historically significant buildings, including the Pier 1 1/2 Sacramento Ferry Terminal, the Ferry Building, the Agriculture Building (formerly a post office), and the Audiffred Building.

OBJECTIVE 6: TO MAXIMIZE VIEWS OF THE WATER AND OF WATER-FRONT ACTIVITY.

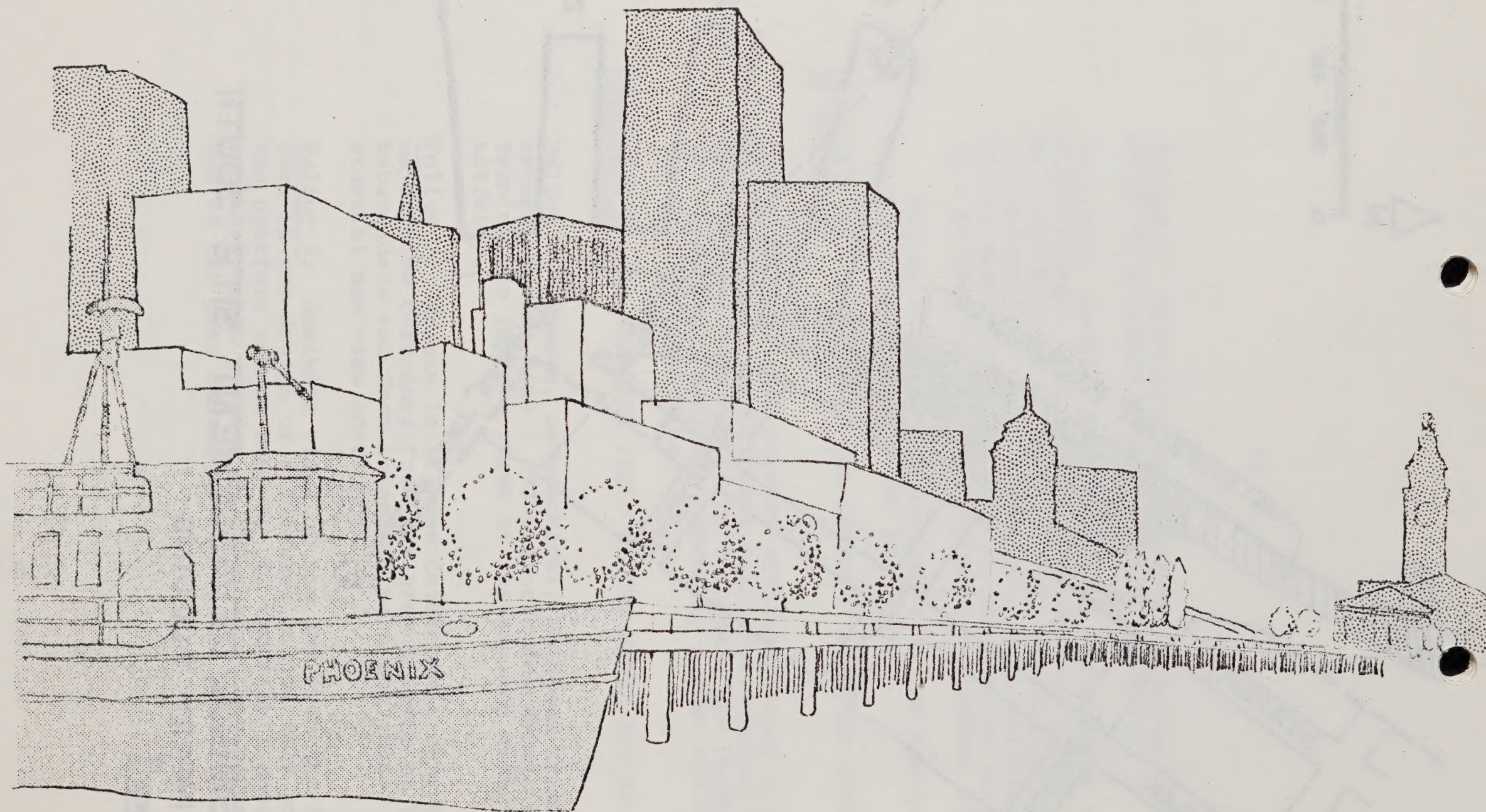
Policy 1: Remove, as practical, bulkhead structures except for the Pier 1 1/2 historic Sacramento Ferry Terminal to improve views of the Bay and waterfront activity.

Policy 2: Retain in all new development, existing major view corridors from the ground level at The Embarcadero and from inland streets and create substantial new view corridors.

Policy 3: Maximize views of the Bay from the BART platform in the design of structures on new fill south of the platform and on Pier 1. If the Pier 1 shed is to be retained, that portion of the shed at the bayward-most end of the pier should be removed if practical.



POSSIBLE DEVELOPMENT SITE SOUTH
OF FERRY BUILDING
FIGURE 9



PROPOSED PROMENADE AND POSSIBLE OFFICE AND RESIDENTIAL DEVELOPMENT ON INLAND
PROPERTY SOUTH OF THE FERRY BUILDING AS VIEWED FROM PIER 24 LOOKING NORTH.

FIGURE 10

OBJECTIVE 7: TO FURTHER DEVELOP THE FERRY BUILDING AREA AS A MAJOR TRANSIT CENTER, IMPROVING TRANSIT ACCESS BY AND TRANSFERS AMONG THE TRANSIT LINES AND SYSTEMS, AND REDUCING THE IMPACT OF TRAFFIC SYSTEMS ON THE AREA.

Policy 1: Remove the Embarcadero Freeway east of Main Street to reduce the adverse visual and environmental impact of the roadway system on the area. Replace the freeway with a roadway which would: (1) ramp down to grade, connecting with a roadway of less than freeway standards, having no more than two lanes in each direction (except for such auxiliary lanes as may be necessary to allow for safe exiting and merging); (2) tunnel under Market Street to permit the development of a major urban plaza at grade; and (3) extend ramps to Clay and Washington Streets under Justin Herman Plaza.

This policy is illustrated in Figure 11.

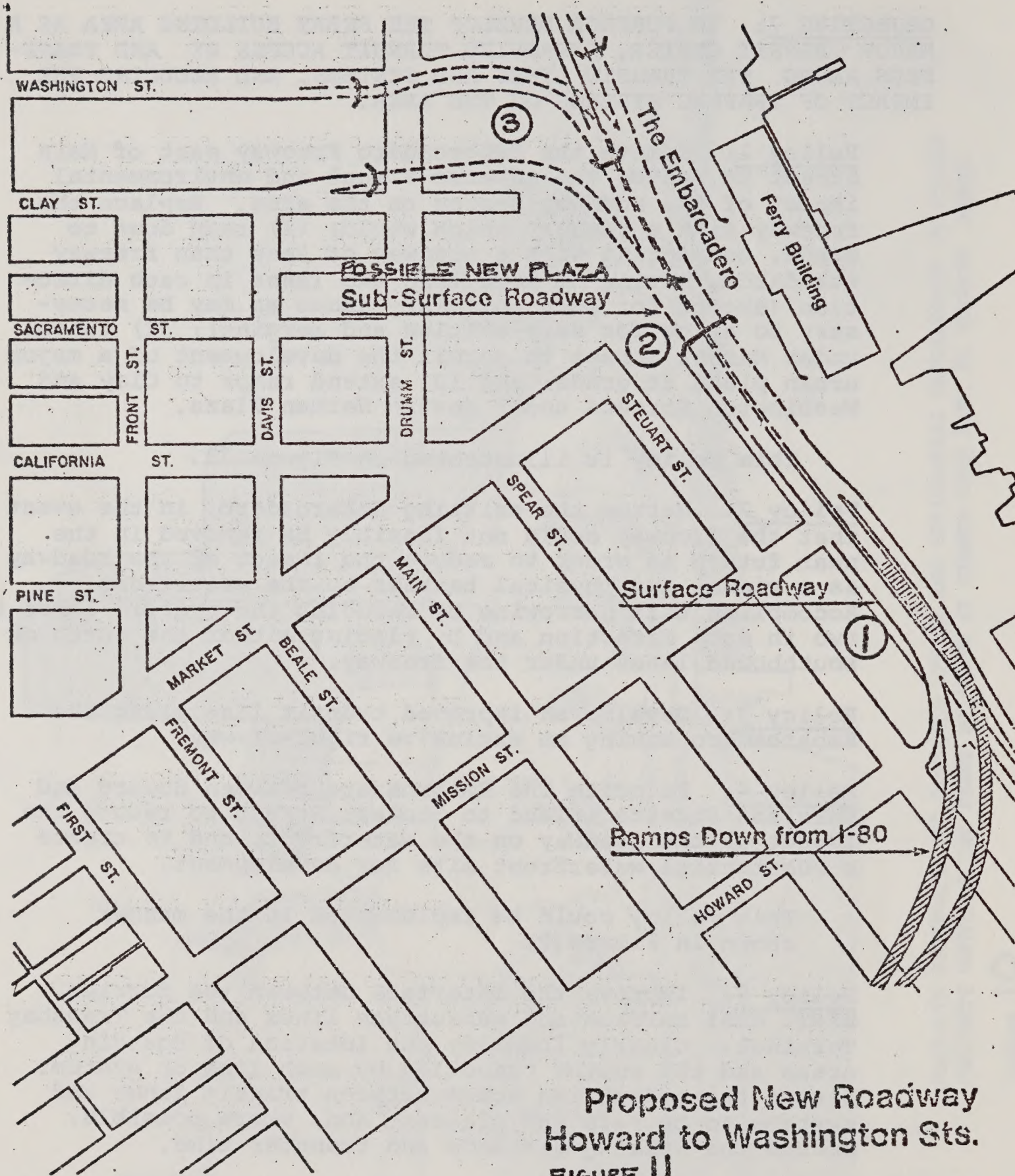
Policy 2: Narrow the existing Embarcadero, in the event that the freeway could not feasibly be removed in the near future in order to reduce the impact of the roadway as a visual and physical barrier to the waterfront. Accomplish this narrowing by reducing the traffic lanes to two in each direction and by placing either the north or southbound lanes under the freeway.

Policy 3: Develop an improved transit line along The Embarcadero having an exclusive right-of-way.

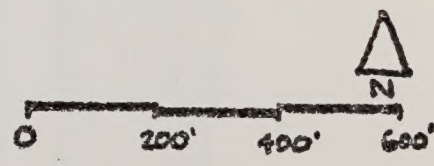
Policy 4: Relocate The Embarcadero between Howard and Harrison Streets inland to Stuart Street to reduce the impact of the roadway on the waterfront, and to create a substantial waterfront site for development.

This policy could be implemented in the manner shown in Figure 9.

Policy 5: Improve the interface between the ferries, BART, Muni surface and subsurface lines and the Transbay Terminal. Clearly identify the location of boarding areas and the routes travelled by each line or system. Design the pedestrian areas between transit lines and systems to be safe and pleasant and, where possible, reduce the walking distance and transfer time.



Proposed New Roadway
Howard to Washington Sts.
FIGURE II



Policy 6: Remove existing parking over the water. New parking facilities may be provided on inland sites near the waterfront, such as the block of The Embarcadero between Mission and Howard Streets, only if it is to serve the short-term parking needs for waterfront development, or if it is to replace existing parking over the water or under the freeway.

D. NORTH CHINA BASIN AREA

OBJECTIVE 1: TO ENHANCE THE ECONOMIC VITALITY OF THE AREA AND CAPITALIZE ON ITS UNIQUE LOCATION AND ENVIRONMENTAL ATTRIBUTES FOR EITHER MARITIME OR RESIDENTIAL DEVELOPMENT.

Policy 1: Retain existing maritime and maritime-related activity in the area. Encourage the continued use of Piers 26 through 32 as active maritime piers.

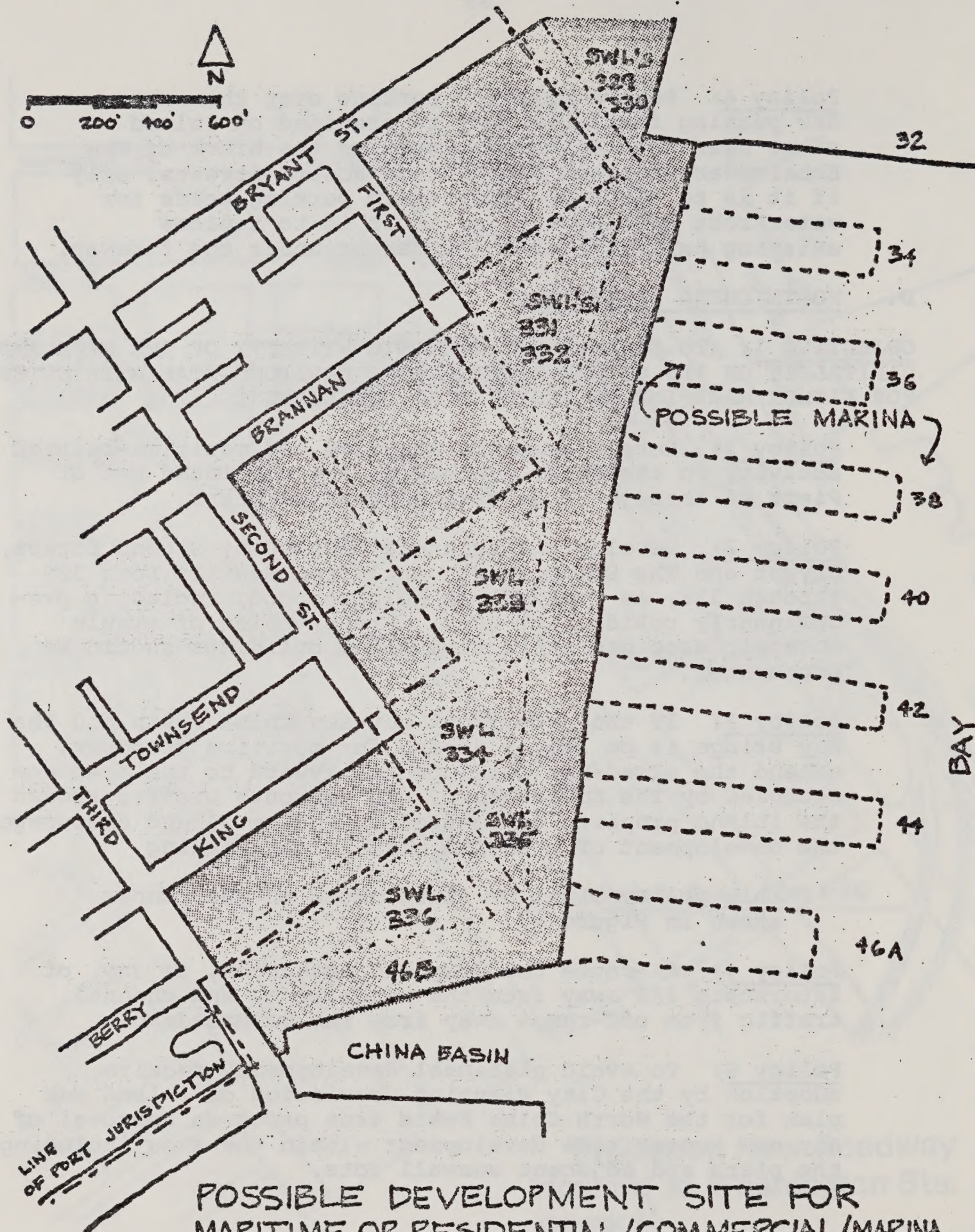
Policy 2: Develop the triangle bounded by Second Street, Bryant and The Embarcadero, including Seawall Lots 329 through 336, as a mixed-use neighborhood, including predominantly residential uses. Preservation of viable economic uses and attractive older buildings should be encouraged.

Policy 3: If the waterfront between China Basin and the Bay Bridge is no longer needed for maritime purposes, extend the mixed-use development bayward to the area now occupied by The Embarcadero, and re-route traffic around the inland property designated in Policy 2, and encourage the development of a marina with inland parking.

This policy might be illustrated in the manner shown in Figure 12.

Policy 4: Re-route the proposed extension, if any, of Interstate 280 away from the waterfront, and channel traffic from off-ramps away from The Embarcadero.

Policy 5: To avoid piecemeal development, require adoption by the City Planning Commission of a land use plan for the North China Basin area prior to approval of any new nonmaritime development within the area including the piers and adjacent seawall lots.



POSSIBLE DEVELOPMENT SITE FOR
MARITIME OR RESIDENTIAL/COMMERCIAL/MARINA
FIGURE 12

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